

**HOUSING AND COMMUNITY DEVELOPMENT ACT OF 1974  
COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM**

**C**onsolidated  
**A**nnual  
**P**erformance and  
**E**valuation  
**R**eport



**For the 2004 Program Year  
(July 1, 2005 to June 30, 2005)**

**TOWN OF BLACKSBURG  
OFFICE OF HOUSING AND COMMUNITY DEVELOPMENT  
300 SOUTH MAIN STREET  
BLACKSBURG, VA 24062**

September 2005

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## Introduction

This is the first year Blacksburg has prepared an Annual Plan for submission to the U. S. Department of Housing and Urban Development (HUD). The framework for the Annual Plan finds its roots in the *HUD Consolidated Plan – 2004 – 2008*. This is a five year planning document, which was developed in 2004, the Town's first year as an entitlement community.

With the advent of the Internet, HUD has developed a website that provides significant amounts of information regarding all aspects of HUD programs. Grantees like Blacksburg, use an integrated computer system called IDIS (Integrated Disbursement and Information System) to describe program efforts, expenditures, and actually draw down funds from the U.S. Treasury.

The Consolidated Annual Performance and Evaluation Report (CAPER) and the HUD Annual Action Plan for FY 2004 can be found at <http://www.blacksburg.gov> . HUD's website can be accessed at <http://www.hud.gov>.

This CAPER describes activities and accomplishments that were listed in the HUD Annual Plan for Fiscal Year 2004, and also catalogs additional activities funded through non-Federal sources. A variety of funding sources with differing guidelines are utilized to achieve the community development goals outlined by Blacksburg. The guidelines for each source of funds dictate how monies can be spent. The following are the major resources:

- Community Development Block Grant (CDBG) (Federal)
- Community Development Block Grant (CDBG) (State)
- Virginia Department of Transportation (VDOT) (State)
- Blacksburg General Fund (local government)

The broad goal through all funding sources is to make Blacksburg a more livable community. Significant resources are utilized to assist people to enjoy decent, safe, and affordable housing. Other efforts target community safety, recreation, public facilities, economic development, and neighborhood revitalization.

## Resources Made Available to the Community

The total amount of CDBG funds available during the 2004 Program Year is reflected in Table I. No program income or carryover funds are shown because this was the Town of Blacksburg's first year as an entitlement community.

**Table I. 2004 Program Year Funding Sources**

2004 Entitlement Grant		\$774,000
2003 Carryover Funds (Town was not Entitlement)		\$0
Program Income Received		\$0
Total CDBG Funds Available		\$774,000

## Assessment of Progress Toward One and Five Year Goals and Objectives, Blacksburg Consolidated Plan – FY 2004

The Blacksburg 2004 Consolidated Plan identified 4 goals and 13 objectives to accomplish the CDBG activities in the Town. For each focus area, the Town has identified policies and programs that it will pursue in response to the needs expressed in the citizen comments presented in the Consolidated Plan. The following is a summary of the programs and activities that Blacksburg pursued for each of the priority areas during FY 2004.

### Goal 1

- **Eliminate blight or blighting influences and conditions which are detrimental to health safety, and public welfare, and to restore and preserve historic properties.**

### Goal 2

- **Rehabilitate and expand the Town's housing stock and to utilize land and other resources in an efficient manner.**

### Goal 3

- **Expand and improve the quantity and quality of community services and reduce the isolation of income groups.**

### Goal 4

- **Promote economic development through physical development and improvements, and to create and retain employment opportunities.**

Activities undertaken in FY 2004 to support the Town's goals and objectives:

**Table II. 2004 Program Year Total Expenditures**

Total Expended (all activities)		\$377,318.57
Roanoke-Lee St. Community Improvement	\$127,236.82	
LMI Neighborhood Improvements	\$125,652.23	
Economic Development	\$0.00	
Public Services	\$1,324.52	
Planning & Administration	\$123,105.00	
Total Expended on LMI activities		\$254,213.57
Percentage benefit to LMI persons or households		67.4%

### Roanoke-Lee Street Community Improvement Project

The Roanoke-Lee Street Community Improvement Project is a neighborhood project that was started under State CDBG funds before Blacksburg became an entitlement community. The project is being completed with HUD funds for the entire neighborhood which is made up of 49 households consisting of 127 persons. This area is largely Low-to moderate-income (LMI) (105 persons or 83%) based on door-to-door surveys. This project has helped and will continue to help the entire neighborhood as it moves into the FY 2005 HUD program year. To date, 5 homes have been rehabilitated, undersized water lines have been replaced and the sewer line has been slip lined. In addition, 4 parcels of land have been acquired to construct 14 affordable housing units that will blend in with the existing historic character of the neighborhood and will be energy efficient.

This project supports all 4 goals of stated above and economic development activities can already be seen as 2 homes have been rehabilitated since the project began through private investments. In addition, the project supported objectives A, B, D and J as listed in the Consolidated Plan.

**Table III. Roanoke-Lee St. Community Improvement Project Expenditures**

Roanoke-Lee St. Community Improvement Project	Total Available	Expended
Land Acquisition	\$50,000	\$49,100
Owner-Occupied Rehab.	\$90,000	\$73,325.38
Renter-Occupied Rehab.	\$143,700	\$0
Homeownership Assistance	\$42,000	\$0
Rehab. Administration	\$24,300	\$4,811.44
Totals	\$350,000	\$127,236.82

### LMI Neighborhood Improvements

Neighborhood improvements have occurred throughout LMI areas of Blacksburg. The largest project was the development of Wong Park, which resides in the heart of the Bennett Hill/Progress Neighborhood which is an LMI neighborhood. The development of the park has given the neighborhood a place for recreation activities which was previously not available to the neighborhood. In addition, a community room is being located on the property for neighborhood use for various neighborhood meetings.

Code enforcement activities have also assisted in removing blight from LMI areas to improve the overall appearance and increase the health, safety and welfare of the Town. This preventative maintenance will help lower housing rehabilitation costs in the neighborhood and promote the upkeep of local properties.

The Town's Rental Permitting Program has also significantly improved the quality of rental units in LMI neighborhoods. Each unit is required to be inspected by the Town every 3 years to ensure the units are up to Town standards. This program has ensured the upkeep of rental units with general maintenance to ensure the units do not fall into a deteriorated state. This has also assisted the Town in preventing housing rehabilitation costs to these units. Blacksburg has also utilized this program to educate renters about fair housing.

This project supports goals 1, 2, 3 and 4 as previously mentioned. In addition, the project supported objectives E, H, I and J as listed in the Consolidated Plan.

**Table IV. LMI Neighborhood Improvement Expenditures**

LMI Neighborhood Improvements	Total Available	Expended
Rental Permitting Program	\$90,000	\$16,378.74
Code enforcement	\$40,000	\$19,273.49
Wong Park Development	\$90,000	\$90,000
Totals	\$220,000	\$125,652.23

## Economic Development

The economic development activity planned in 2004 was a feasibility study for the community market. The Town has decided to conduct this study at a later date utilizing general funds due to the complexity of proving an LMI benefit. This activity, when completed will benefit LMI residents but tracking this would be cumbersome and is best left to be completed with general fund dollars and not HUD monies.

**Table V. Economic Development Expenditures**

Economic Development	Total Available	Expended
Community Market Feasibility Study	\$10,000	\$0
Totals	\$10,000	\$0

## Public Services

Public service activities projected for 2004 were a fair housing education program and assistance for LMI childcare services. The Town has begun partnering with local agencies in fair housing including local builders, realtors and community advocacy groups. This partnership's focus is on promoting fair housing education and sustainability of program activities. This activity will be completed in the Town's 2005 Annual Action Plan.

LMI childcare services were not completed in 2004. However, in 2005 the Town is pursuing this activity through the use of subrecipients. Childcare remains a high priority in the Town and assistance with this program will enable LMI families to work near where their children are being cared for.

This project supports goal 3 as previously mentioned. In addition, the project supported objectives E as listed in the Consolidated Plan.

**Table VI. Public Services Expenditures**

Public Services	Total Available	Expended
Fair Housing Education	\$36,000	\$1,324.52
LMI Childcare Services	\$8,000	\$0
Totals	\$36,000	\$1,324.52

### Administration and Planning

Funds are utilized for Town staff to ensure the CDBG entitlement program is run efficiently and projects are implemented in a timely manner. The budget pays for the Housing and Community Development Manager and a portion of the Housing and Community Development's Office Manager and Neighborhood Enhancement Program Coordinators position. This is consistent with objectives L and M in the Consolidated Plan.

**Table VII. LMI Administration and Planning Expenditures**

Administration and Planning	Total Available	Expended
Program Administration	\$120,000	\$106,096.73
Planning	\$30,000	\$17,008.27
Totals	\$150,000	\$123,105.00

## **Impediments to Fair Housing and Choice and Actions to Overcome Them**

Blacksburg performed an “Analysis of Impediments to Fair Housing” in 2004 as part of the Consolidated Plan process. Within the plan is a detailed look at the demographic make-up of the community, a review of housing complaints, lending practices, and land use regulations that could all affect fair housing choice. At the conclusion of that study, there were several identified barriers to fair and/or affordable housing. They are:

1. There has been a limited number of housing discrimination complaints in Blacksburg based on income, race, sex, color, disability familial status and religion. There has never been a housing discrimination case in Blacksburg filed by HUD, the Department of Justice, or any private plaintiff.
2. The barrier to housing appears to be the lack of available affordable land. With vacant land for construction of housing limited to in-fill lots in R-5 zones, and only a few vacant lots in Town, there is virtually no land for affordable housing construction.
3. LMI individuals who want to move into Blacksburg and who have characteristics similar to the County’s LMI income, education and employment demographics will experience limited housing options in Blacksburg due to a lack of available affordable housing in Town. The impact of Virginia Tech students living in the affordable rental homes in Town is the biggest reason for this impediment as the students are willing and able to pay more to live in Town. These housing units are also sought after by many LMI households who work out the university.
4. The current housing profile indicates that Blacksburg is a mix of multifamily housing units and single family housing units. The Town’s housing stock consists of approximately 75% of the units currently utilized as rental properties and 25% are owner-occupied. Typically single-family homes have high home prices and high family incomes and multifamily housing units are occupied by students attending Virginia Tech.
5. With increasing home prices, increasing land costs, and rising rental rates growing faster than incomes, the lack of affordable housing severely limits housing choice for many families. Special-needs populations who are limited in income due to disabilities or illnesses, single-parent households and low-income populations will be restricted in housing choice in Blacksburg with the limited supply of affordable housing.
6. The prime factor influencing the limited supply of multi-family housing includes the lack of availability of land for more affordable housing options. In addition, the majority of the Town’s multifamily homes are occupied by students and the cost to rent these units exceeds the affordability range for LMI households.

## **Actions Taken to Address Identified Impediments**

The numbered items below refer directly to the impediments listed above.

1. Because of the very wide range of origins for the types of discrimination complaints filed (i.e., apartment rental denial, single family home rental denial, comments made by existing tenants, etc), it is very difficult if not impossible to completely eliminate this type of discrimination. The Town has participated in a committee composed of local realtors, homebuilders and community advocacy groups to better educate the community. Town Gown Community Relations has also greatly assisted the Town in working with different organizations to increase awareness.
2. The Town is evaluating ways to rezone land and increase incentives for developers to construct homes that are affordable for households at or below 80% of the area median income. A local developer is currently planning for a Low Income Housing Tax Credit project which will offer over 100 affordable rental units.
3. The Town does not have any policies that discriminate against any segment of the population, and has no controls over wages earned by individuals throughout the County.
4. Because of the lack of available vacant land, it is unlikely that the ratio of multi-family units to single family units will reach a statistically comparable ratio to the balance of the County. Also, lack of available land has encouraged develop of multifamily units catered towards students are high priced single-family homes.
5. The Town, in partnership with a local non-profit developer, has purchased land to be used for the construction of 14 affordable housing units
6. No action taken as the Town will not be expanding its boundaries.

## **Affordable Housing Actions for Extremely Low, Low and Moderate Income Renters and Owners**

### Actions Taken and Accomplishments to Meet Worst Case Needs

Blacksburg has conducted a preliminary review of an affordable housing complex with over 100 units that are targeting the 40% to 60% AMI income groups. It will be located off South Main Street and have access to public transportation. The developer is seeking primarily LIHTC to be applied for in March 2006.

The Town has partnered with a local non-profit developer to construct 14 affordable housing units in the Roanoke-Lee Street Neighborhood to create homeownership opportunities for LMI households. Construction is anticipated to be completed in the spring 2006.

In addition, the Town is seeking property to renovate or construct additional affordable housing units with it's upcoming entitlement funds as described in the 2005 annual Action Plan.

### Actions and Accomplishments to Serve People with Disabilities

The Town has not taken any action in the past year but encourages and has approved homes for disabled persons within the Town and will continue to do so as opportunities arise.

### Number of Section 215 Housing Opportunities Created

No Section 215 Housing Opportunities were created.

## **Continuum of Care Progress to Help Homeless People**

### Actions to Meet Supportive Housing Needs (include HIV/AIDS)

No actions were taken this past year. The Town has adopted a resolution to support fair housing activities and a non-discrimination policy.

### Actions to Plan and/or Implement Continuum of Care

The Town participates monthly with the Housing Partnership of the New River Valley which discusses and develops strategies for the Homeless, and has staffed several sub-committees of that group to create a long term plan. Implementation efforts include the funding of homeless services activities within Town.

### Actions to Prevent Homelessness

The Town continues to support agencies which provide services to the nearly homeless population of our community. This is done through the utilization of local non-profit organizations specialized to deal with these needs including the Women's Resource Center, New River Community Action and New River Valley Cares. Financial Counseling services are offered to assist families and individuals who need instruction on how to create a budget, to improve interview skills for employment, and strategies to get out of long-term revolving debt. Assistance is also provided to assist eligible families and individuals who are seeking a place to live. This program offers rental referrals to affordable housing units, and assistance in locating homes to purchase within the income range of the client.

### Actions to Address Emergency Shelter Needs

Actions to address emergency shelter needs fall in line with actions to prevent homeless as mentioned above.

### Actions to Develop Transitional Housing

Actions to address transitional housing needs fall in line with actions to prevent homeless as mentioned above.

## **Actions and Accomplishments**

### Foster and Maintain Affordable Housing

Blacksburg is currently in a partnership with Community Housing Partners Corporation (CHPC), a non-profit organization, to construct affordable housing units within the Town. 14 units are already under constructing and a land selection sub-committee is currently evaluating additional options to purchase land and either construct new affordable housing units or renovate existing structures for affordable housing.

### Eliminate Barriers to Affordable Housing

The Town has begun to evaluate its zoning ordinance to further increase affordable housing. A special public hearing that was broadcast on the local television station with the Planning Commission was held this summer to discuss this very issue. The Town has already waived all water and sewer tap fees and the water meter fees for the 14 affordable housing units currently under construction. This is a positive first step to further affordable housing but the Town recognizes that more must be done to eliminate existing barriers. Additional items that have been discussed are waiving all constriction and erosion and sediment control permits, special use permits for developers building affordable housing and rezoning areas to better suit affordable housing needs due to the high cost of land. Over the next year the Town establish guidelines to further affordable housing in coordination with its departments, the Housing Advisory Board and Town council.

### Reduce Lead-based Paint Hazards

Blacksburg requires all rehabilitation work to first evaluate the home for lead-based paint hazards by a certified inspector. If lead-based paint is discovered, the contractor is required to comply with the lead-based paint removal guidelines, and to have the home re-inspected prior to re-occupancy by the family.

### Reduce Poverty

Blacksburg has not taken any direct actions to specifically reduce poverty. However, through other indirect actions, development initiatives, recruitment of new companies and other similar actions the Town is always seeking to improve the quality of life for its citizens.

### Ensure Compliance with Program and Planning Requirements

Blacksburg did not have any subrecipients in 2004 but will actively monitor all subrecipients to verify compliance with program guidelines and program implementation in 2005, the first year it will have subrecipients.

### Leveraging of Public and Private Funds

Blacksburg has utilized several sources for additional leverage. VDOT TEA-21 funds were utilized for the purchase of Wong Park along with a partial donation from the previous owner. In addition, state CDBG funds from the Virginia Department of Housing and Community Development were utilized for part of the Roanoke-Lee Street Community improvement Project. In addition, the Town was able to leverage land acquisition funds through HUD with dollars from a local developer to purchase land in which the developer will construct affordable housing units.

### Summary of Citizen Comments

The Town has not received any public comments to date.

### Analysis of Successes and Failures and Actions taken to Improve Programs

The Town decided when writing its first Consolidated Plan to setup the administrative duties into two categories. They include Program Administration, which provides basic administration funding for operating the CDBG program and Planning, which provides funding for planning activities that are eligible under the CDBG program. Separating administration into two categories has made it easier to determine what activities are eligible under each category for funding.

Our failures revolve around staff turn over. During the past program year the Town saw resignations by the finance Director, Town Attorney, Town Manager, Housing and Community Development Manager and an Officer Manager for the Housing and Community Development Office to pursue other career avenues. This has created a tremendous burden on new employees to adapt and learn HUD's regulations to ensure compliance. All the previous positions have been filled with the exception of the Housing and Community Development Manager which is anticipated to be filled in the Fall of 2005.

The current staff has been working diligently to keep up with deadlines as mandated by HUD along with successfully carrying out program activities. Because of these obstacles a large amount of the 2004 HUD funds are being reprogrammed into 2005. The Town has set a plan in place for the 2005 FY to spend all of the HUD funds from the 2004 and 2005 program years.

### Relationship of Expenditures to Priority Needs

Projects that were funded during this Fiscal Year were previously identified as priority needs in the Town's 5-year Consolidated Plan. The Town did not fund an activity that did not fulfill one of the stated goals of that Plan.

### Amendments and Other Changes to Programs

There were no changes to the Plan during the program year.

### National Objective Failures, if any

None. All activities met National Objective requirements and did not violate the stated provisions.

### Actions Taken to Avoid Displacement

There were no activities undertaken this year that would create a need to displace an individual or family from their living quarters.

### Compliance with URA (Uniform Relocation Act)

Does not apply. No individuals or families were required to relocate as a result of a CDBG program.

### If Jobs were filled with over income people:

Does not apply. No job creation activities were undertaken this year.

### For Limited Clientele Activities, if any:

The nature of the each funded project targeted groups that allows assumption of more than 51% low/mod income. Generally, all activities required proof of income prior to service delivery with the exception of the following presumed groups:

- Seniors
- Disabled
- Homeless

All other limited clientele activities are required by contract to only serve LMI clientele, keeping our service above HUD requirements.

### Rehabilitation accomplishments and costs

One housing rehabilitation project was completed with CDBG funds during the program year. 4 additional housing rehabilitations also occurred utilizing State CDBG funds. The Town has begun a marketing campaign to better promote and assist LMI households in need of rehabilitation assistance and already has 3 applicants approved for 2005.

Neighborhood Revitalization Strategy Area, if any:

There are no identified Neighborhood Revitalization Strategy Areas located Blacksburg.

## **Development of a Performance Measurement System**

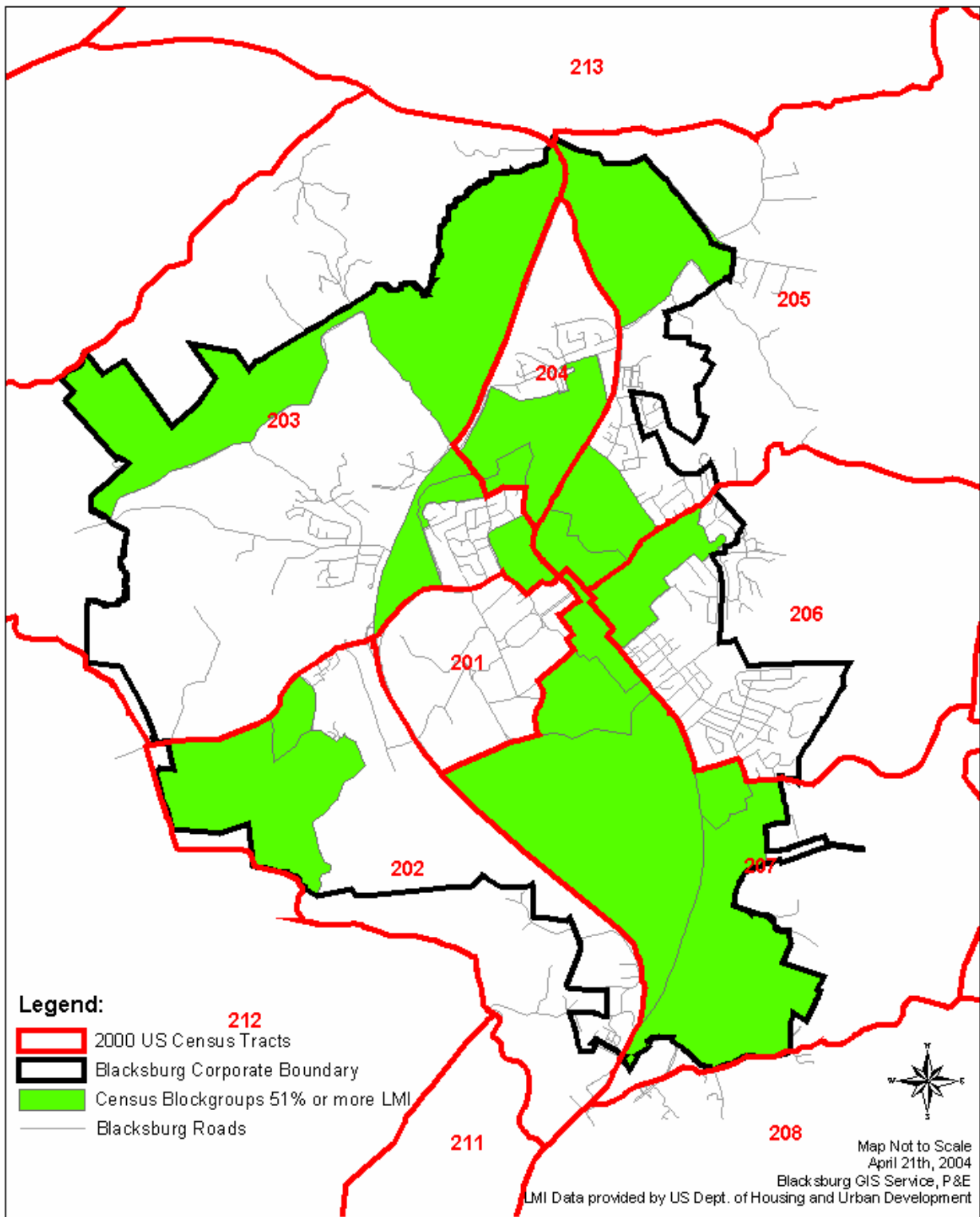
The U.S. Department of Housing and Urban Development Department released a new directive on September 3, 2003 requiring all CDBG Formula Grantees to address their efforts on improving Performance Measurement. The Notice (CPD-03-09) requires Formula Grantees to specifically specify in the CAPER the status of the local government's efforts to develop a Performance Measurement System.

The Town of Blacksburg is currently in the process of gathering data for the previous FY (July 1, 2004 – June 30, 2005). Blacksburg is following the guidelines set forth by ICMA Center for Performance Measurement (CPM). This information will be submitted to ICMA on December 2, 2005 and the Town will receive the results in early summer of 2006. The results will be part of the Town's FY 2005 CAPER.

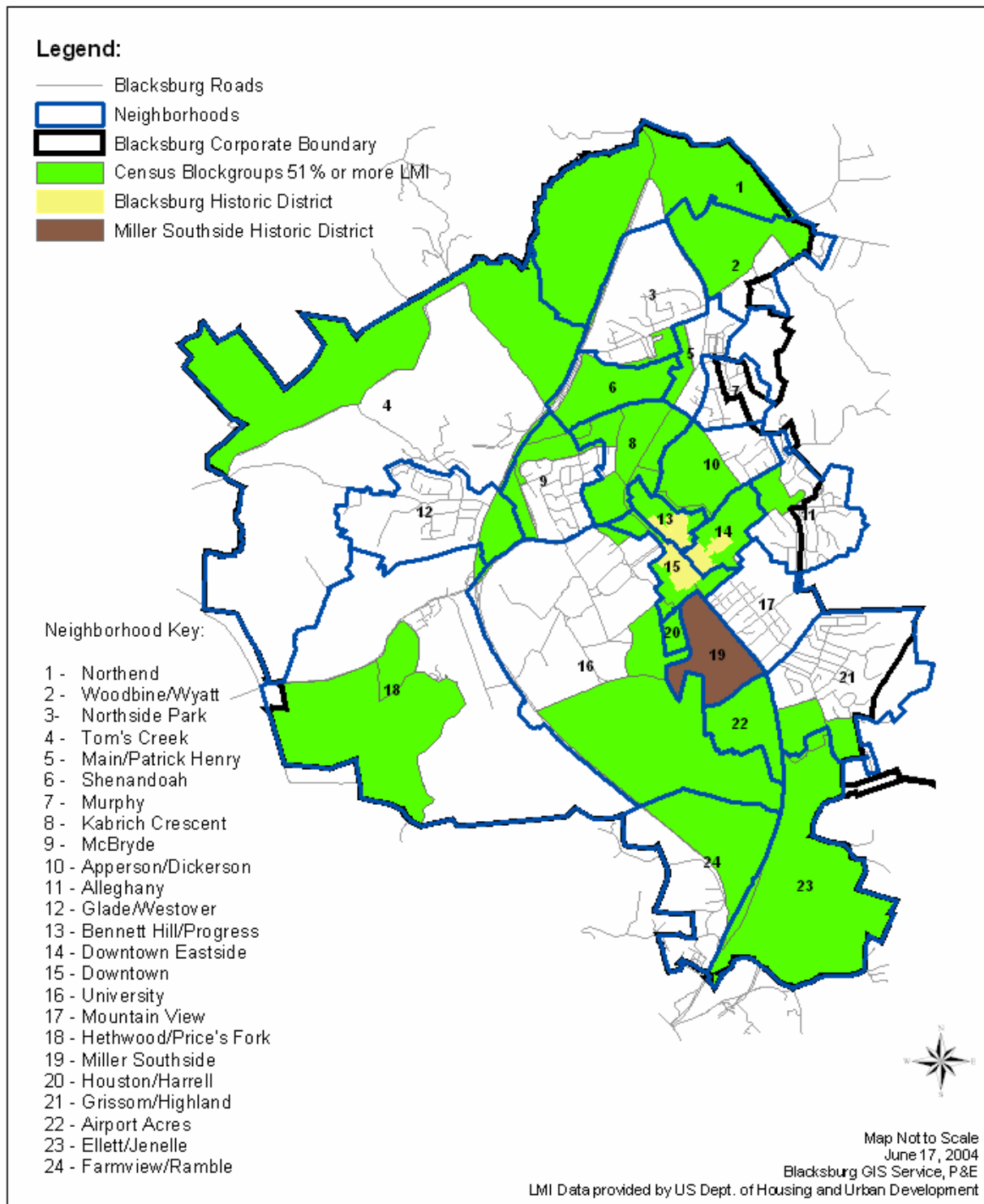
## **Financial Summary Form**

The Town of Blacksburg is currently unable to produce a completed Financial Summary Form due to extreme circumstances. The Town's Finance Director, Susan Kaiser, left the Town in late spring of 2005 to pursue other career avenues. In September she returned as Finance Director but shortly thereafter went out on extended medical leave. As it currently stands she was the only member of Town staff that has the ability to approve drawdown's in IDIS due to staff turnover in the last year. Blacksburg is currently in the process of getting the Assistant Finance Director an IDIS account so the funds can be drawn down. This is anticipated to be completed by mid November. Upon completion of this the Town will approve the voucher in IDIS

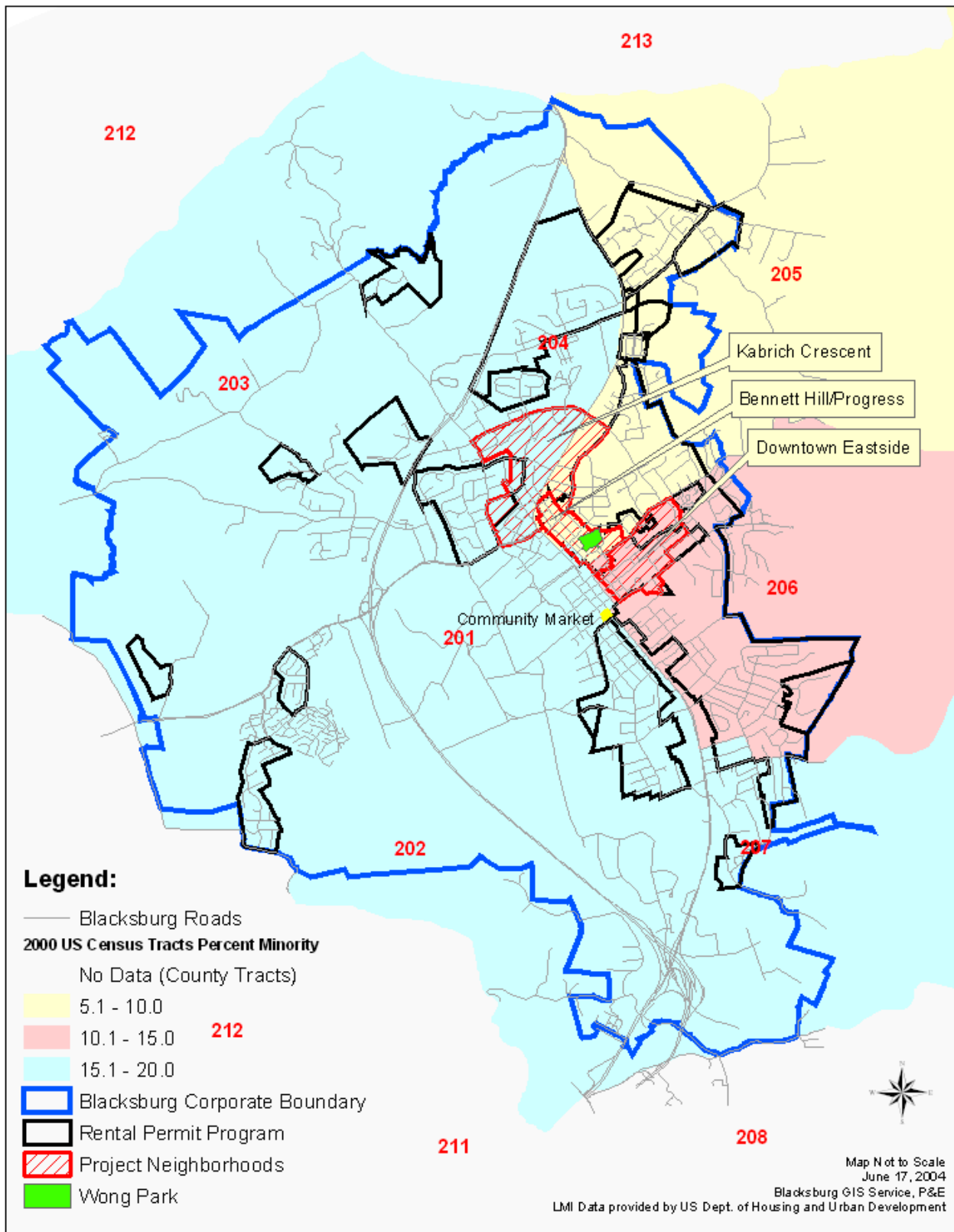
## APPENDIX A: TOWN OF BLACKSBURG CENSUS TRACTS



## APPENDIX B: BLACKSBURG'S NEIGHBORHOOD PLANNING AREAS AND NATIONAL REGISTER HISTORIC DISTRICTS IN LMI AREAS



## APPENDIX C: SPATIAL DISTRIBUTION OF ANNUAL ACTION PLAN PROJECTS



# **APPENDIX D: 2004 ACTION PLAN NEEDS AND OBJECTIVES AND CDBG FUNDING**

Projects		2004 Allocation	LMI Benefit Need	Objective	2004 Actual Expenditures	2004 Actual LMI Benefit	
I.	Roanoke-Lee Street Community Improvement Project						
	A. Land Acquisition (housing units)	\$50,000	\$50,000	2	A	\$49,100	\$49,100
	B. Rehabilitation	\$233,700	\$233,700	18	B & D	\$73,325.38	\$73,325.38
	C. Program Delivery – Project Administration	\$24,300	\$24,300		B & D	\$4,811.44	\$4,811.44
	D. Homeownership assistance	\$42,000	\$42,000	14	C	\$0	\$0
II.	LMI Neighborhood Improvements						
	A. Wong Park Development	\$90,000	\$90,000	1	J	\$90,000	\$90,000
	B. Code Enforcement	\$40,000	\$40,000	1200	I	\$19,273.49	\$19,273.49
	C. Rental Permitting Program	\$90,000	\$90,000	163	H	\$16,378.74	\$16,378.74
III.	Economic Development						
	A. Community Market Feasibility Study	\$10,000	\$10,000	1	K	\$0	40
IV.	Public Services						
	A. Fair Housing Education	\$36,000	\$36,000		E	\$1,324.52	\$1,324.52
	B. LMI Child Care Assistance	\$8,000	\$8,000	30	F	\$0	\$0
IV.	Administration and Planning						
	A. Program Administration	\$120,000			L	\$106,096.73	
	B. Planning						
	1. Neighborhoods	\$30,000			M	\$17,008.27	
Totals		\$774,000	\$624,000			377,318.57	\$254,213.57

**APPENDIX E: PUBLIC NOTICE OF THE AVAILABILITY OF THE  
TOWN OF BLACKSBURG CAPER**

The following notice was published in the Roanoke Times New River Current on Thursday September 29, 2005.

**NOTICE OF PUBLIC HEARING AND INVITATION TO COMMENT  
CONSOLIDATED ANNUAL PERFORMANCE EVALUATION REPORT  
(CAPER)  
PROGRAM YEAR 2004**

The Town of Blacksburg has completed its Consolidated Annual Performance and Evaluation Report (CAPER) of the 2004 Community Development Block Grant (CDBG) Program Year. The report includes an assessment of expenditures in relation to community objectives, progress on HUD financed activities, and an analysis of persons benefiting from activities. A copy of the report is on file at the Town's Office of Housing and Community Development (HCD), 141 Jackson Street, Blacksburg, Virginia, and is available for review upon request and alternatively is posted on the Town's website at [http://www.blacksburg.gov/government/community\\_development/index.php](http://www.blacksburg.gov/government/community_development/index.php). Questions should be directed to the HCD Office at (540) 951-4336.

On Thursday, October 6, 2005 the Housing and Community Development (HCD) Office will hold a Public Hearing to provide final comments for any additional changes to be made to the CAPER. The meeting will be held beginning at 12:00 PM at the Town Council Conference Room, 1<sup>st</sup> Floor, Blacksburg Town Hall, 300 South Main Street, Blacksburg, Virginia 24062. Any citizen comments received by October 17, 2005 will be forwarded to the Richmond HUD office as part of the CAPER.

## **APPENDIX F: FINANCIAL SUMMARY GRANTEE PERFORMANCE REPORT**

## **APPENDIX G: ICMA PERFORMANCE MEASUREMENTS**